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ABSTRACT

This paper presents results from research and evaluation of the "Pilot Arizona Career Ladder Teacher Development and Incentive Program." The project, initiated by the State legislature, allows each local education agency to design its own plan. By 1989, the project will provide evidence for the legislature to make informed decisions about the success of the 16 district pilot tests of their teacher development models. The business community, three universities, professional organizations, the governor's office, both houses of the legislature, and 16 school districts, with more than 10,000 educators, are involved in this experiment, based upon scientific research on career ladder programs and problems. The legislature mandated a 5-year research time that is implemented by and grounded in the political support of educational and business representatives. The emerging model has some specific directions and accomplishments that have not been apparent in other plans being implemented. This report is organized under four major headings: (1) "The Historical Antecedents"; (2) "Reasons for Program Failures"; (3) "The Possible Program Solutions"; and (4) "The Pervasive Concept of Change." (JD)

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DEVELOPMENT OF EDUCATIONAL LEADERS:

Fostering Individual Development of Teachers for Productivity and Leadership Roles in Education

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DEVELOPMENT OF EDUCATIONAL LEADERS:

Fostering Individual Development of Teachers for Productivity and Leadership Roles in Education

INTRODUCTION

In the past teachers have been forced to leave teaching to achieve adequate monetary and professional advancement. "Career ladder development programs" offer a means for professional growth and career advancement within the teaching profession and at the same time a system of salary rewards serves as additional incentive for attaining master teacher competency levels and status.

> The purpose of Career Ladders for teachers is to provide a promotion system based on competence. (Lindeman, 1986, September 23)

Senator Ann Lindeman, who is a former legislative leader, educational reformer and Chairman of the Joint Legislative Committee on Career Ladders in the State of Arizona, USA, and a prime initiator of the Arizona Career Ladder Program, has joined a cadre of community leaders and educators to propose solutions to an urgent national problem, which in essence is the promotion of excellence in teaching.

This paper is to present results from research and evaluation of the "Pilot Arizona Career Ladder Teacher Development and Incentive Program." The emerging model has some specific directions and accomplishments which have not been apparent in other plans presently being implemented throughout the United States. Evidence already indicates that there is a good chance of effecting positive educational change and reform in Arizona and the Nation.

Document content is organized and presented under four major headings as follows: (1) **The Historical Antecedents**, (2) **Reasons for Program Failures**, (3) **The Possible Program Solutions**, and (4) **The Pervasive Concept of Change**.

THE HISTORICAL ANTECEDENTS

Overview

> Career ladders (CL) is a teacher incentive program which completely restructures the way teachers are classified and rewarded. No longer will CL teachers be paid based on assumed competences as a result of years of experience and additional college credit. Instructional competency and classroom performance are the major criteria of salary determination. Characteristically, three of four teaching levels are identified in a career ladder plan. Each step up the work ladder is based on systematic evaluation and brings increased pay and higher level responsibilities such as mentoring or serving as formative evaluators. Career ladder plans offer teachers the opportunity to advance both their status and salaries without having to leave the classroom for other businesses or entering administration. (Packard & Bierlein, 1986a, p. 1)

An Ungratifying Profession

In the United States, teaching has in recent years been viewed as an undesirable career choice by college entrants. For example,"In 1966, 26 percent of all university applicants entered the college of education. Only 4.8 percent of university entrants applied to the college of education in 1984" (Flowing Wells Unified School District Career Ladder Plan, 1985). In past years, teaching was viewed as a prestigious career, one which attracted a considerable number of highly qualified individuals. Teaching is now typically seen as having low salaries and low status. As a result, more academically able individuals tend to opt for careers outside of the profession. Rosenholtz and Smylie (1984) state that, "Efforts to attract the brightest applicants, then, should focus on raising both the base pay for teachers and the social status of teaching."

National and State Forces for Excellence

The most recent Commission (1986) meeting on A Nation at Risk discusses the issue of needed improvements in education. Career ladder teacher incentive programs were a major part of the meeting agenda, and were discussed as one of the most promising avenues in effecting needed reform in education. Spady and Marx (1984), in Excellence in our schools: Making it Happen, reviewed several of the major publications which provided evidence of historical justification or reasons for the onslaught of career ladder teacher incentive programs. (See Appendix A)

These comprehensive and "systems approaches" to reform are being identified by names such as, "merit pay," "career ladder," "teacher development - teacher incentive" programs. They seem to be a viable solution in effecting positive change for professional development. The literature is replete with descriptions of various models being implemented in several states. They are all using a combination of several components dating back hundreds of years up to developments initiated within the last decade.

Program Components From the Past

Newly devised career ladder programs for teachers are making use of organizational models tried in the past. This new structure reform is closely related to former arrangements regarding "heirachical instructional duties" of teachers. This form of organization for instruction has a long history both in the United States and Europe. In discussions of hierarchy of instructional duties for differentiating teacher roles, Bierlein (1987) states:

> The idea of taking school personnel and differentiating amongst their roles can be traced back to the Bell-Lancaster monitorial programs of the 1800s. The monitorial idea was one in which older students, under the watchful eye of a teacher, acted as monitors instructing the younger students. This system helped define the various roles of a teacher, allowing a less trained individual to assume some of the duties. . . . its real origin lies in France where Madame de Maintenon, Rollin, La Salle and Pestalozzi practiced it. . . many of the Lancastrian methods dated back to Greek and Roman instruction. Thus, staff differentiation among educational personnel has had its origin embedded in the very roots of formal education. (pp. 31-32)

Performance Based Pay: Bierlein (1987) has indicated that "performance-based pay," or what has been referred to as "merit pay," was implemented in 1908 in the Newton, Massachusetts schools. This type of plan had varying

degrees of success through the 20s, although, "In the 1930s and 40s, teacher organizations pushed hard for the adoption of single salary schedules. Their rationale was that merit pay awards had been made based on subjective, meaningless evaluations that were arbitrary and capricious." (p. 36)

Differentiated Staffing: In the late 60s and early 70s, the concept of differentiated staffing became the new wave. "Basically, differentiated staffing served to form teams of teachers and teaching aides whereby a master teacher acted as a team leader" (Bierlein, 1987, p. 39). In the early 60s, the basic models which served as foundations for differentiated staffing designs were the "Trump plan" and the "Allen plan." Trump ". . . supported the specialization of administrative, professional, and paraprofessional roles . . .," and Allen proposed a hierarchy of professional teachers consisting of four levels: "associate teachers," who were interns or novices given a formal schedule but few responsibilities; "staff teachers," who had a regular teaching load and were aided by paraprofessionals; "senior teachers" were defined as learning engineers, who are expert in particular subjects or skill areas and the "master teacher," was the resident scholar and research expert (Bierlein, 1987, p. 42).

In summary, developing hierarchies of instructional duties, merit pay, performance-based pay, differentiated staffing, master teacher/leader programs have now become part of the "new," system-wide attempts at comprehensive change and reform in education. As one can readily determine, the career ladder programs of the 1980s are a combination of these past attempts at educational reform. However, there is considerable evidence that many of the recent reform efforts are making the same mistakes of the past. They are implementing programs with little testing and almost no research or program evaluation for planned reform and change.

REASONS FOR PROGRAM FAILURES

Former program reform movements could have provided a professional test or base for the development of education and teacher leaders, but by 1980 they essentially had left the educational scene. Freiberg & Knight (1985), have discussed the fact that, in the early 70s, the concept of differentiated staffing was basically abandoned and districts returned to the traditional staffing patterns of the previous years (Bierlein, 1987, p. 45). From experience with programs such as the "Temple City Model," in the state of California, English (1972) reported positive changes for teachers in task differentiation, job recognition and career development, but there is little evidence of program continuation beyond the 70s.

The question is, "What are the reasons for these seemingly positive teacher development programs to have fallen into disuse? " The answer is quite evident. Past experience has demonstrated that success, failure, or program "fade away" can be attributed to key areas which are interdependent or interconnecting. These include the following:

1. Lack of systematic research (planning and implementation) resulted in no significant or dependable empirical evidence. There was an absence of research showing program impact on teaching effectiveness, improved learning and achievement of school goals.

2. Lack of indepth evaluation provided no dependable base for program recycling, modification or improvements.

3. Lack of pilot testing (most programs involved complete implementation over a short time period).

4. Opposition from educational associations existed to a high degree; merit and hierarchy of duties were strongly opposed.

5. Mandated programs from above resulted in little input or support from teachers.

6. Quotas, usually resulting from lack of funding, caused quality teachers to be held from moving up in rank.

7. Inservice programs suffered from lack of resources, mainly funding.

8. Withdrawal of funding from the federal government and the inability of local districts to assume additional costs. (Packard & Bierlein, 1987b, p. 2)

One more factor which has recently come to a high level of awareness, and needs to be added to the list is:

9. "The apparent extreme difficulty for people to change from traditional modes of behavior."

THE POSSIBLE PROGRAM SOLUTIONS

The Arizona Career Ladder Research and Evaluation Project, at the Center for Excellence in Education at Northern Arizona University in Flagstaff, Arizona, USA, has accepted the challenge of investigating the efficiency of the career ladder project for the State Legislature. With broad guidelines, each local education agency designed their own plan. By 1989, the project is to provide evidence which will allow the Legislature to make informed decisions about the success of sixteen district pilot tests of their teacher development models.

In this State, the business community, three universities, professional organizations, the governor's office, both houses of the legislature and sixteen school districts, with over 10,000 educators, are immersed in an experiment based upon scientific research. The Legislature mandated a 5 year research time which is implemented by/and grounded in the political support of educational and business representatives.

At the Arizona Career Ladder Pilot Project Assessment Conference (1987, May), Dr. Carol Norman, Research Specialist for the National Education Association, stated, "Arizona is an exception, it is a unique state in the reform movement . . . It has well informed people . . . a voluntary component . . . and teacher involvement." It is apparent, successful collaborative structure for policy and system wide change and required pilot research and evaluation is being effected.

Theory Supporting Teacher Development and Incentives

In discussing the comprehensive research project, Packard and Bierlein (1987b) have stated, "Theoretically, career ladder teacher incentive programs will improve education and the teaching profession; they will help in recruiting, retaining and motivating high quality teachers; improve teacher evaluation systems, instruction and morale; enhance student academic achievement and much much more."

In her dissertation, Bierlein (1987) has reported several theoretical areas supporting program development.

Among them are that career ladder programs, (1) enhance the status of teaching, (2) establish career patterns and make promotion possible, (3) professionalize teaching, providing more responsibility and control through mentoring, peer evaluation and through teachers serving as instructional support persons, (4) increase accountability for teaching and learning, (5) increase salaries and teaching performance, (6) make teaching more financially and psychologically rewarding, (7) convince the public to increase fiscal support and to redeploy existing resources for more efficient use of current financing, (8) increase emphasis on staff development and training, (9) bring focus to the instructional program, and (10) improve teacher and administrator evaluation.

This research opportunity and challenge is one which very seldom happens in education, therefore, the lessons from the past are guiding every phase of the pilot test. Over the five year project, empirical evidence will be made available for program evaluation and recycling. This process is to allow formative improvement of each district's model over the period of the project. In 1989, the Center's summative evaluation (based on extensive research), will be turned over to the State Legislature.

The Necessity of Research and Evaluation

Arizona State Senator Jones Osborn, member of the Joint Legislative Committee on Career Ladders, characterized the desire of governmental leaders to gain dependable information prior to making decisions regarding program implementation when he stated, "Career ladder programs are to provide equal pay for equal performance. . . Districts must be willing to be a good laboratory for research or drop out" (Osborn, 1986, September 23).

Program failures Have directly been attributed to the lack of a research base. In the past, adequate collection, analysis, recording and dissemination of empirical observations were not sufficiently generated to provide evidence for future development.

This basic research endeavor is one of a few major efforts in education to get at the truth prior to legislative decision-making. Too often, use of power groups and special interests force decisions based on opinions and ideology rather than on basic knowledge developed scientifically over an adequate period of time. It is a unique facet of the Arizona model that appropriate recommendations for change will be based upon objective research findings.

Pilot test districts are accepting this bold challenge for a variety of reasons. Among them are a desire to work with public interests to improve teaching and, thereby, attract, retain, and motivate high quality teachers. They also have a need to assume greater responsibility for improved student academic achievement results.

Evaluation Design: Ongoing program evaluation and recycling for improvement, as previously stated, was lacking in the past. This has proven to have been a grave mistake. Therefore, after research observations are made and analyzed, the next step in the career ladder project is to provide feedback to districts and the State Legislature.

The evaluation design (a design selected for total program evaluation over the five year pilot) is an improvement model; therefore, as a result of feedback, districts are responsible for recycling and effecting appropriate improvements or changes.

Data Collection and Feedback: The yearly cycle of data collection, analysis, reporting and feedback begins

each spring so that program changes can be asssessed. Districts involved are able to use the findings in continuing to review and improve their individual teacher development and incentive plans. Data is also being disseminated to district teachers through seminars and conferences (Packard and Bierlein, 1987b).

The Research Center is providing a trend analysis and profiling which is demonstrating the direction of development over the entire project. Appendix D, Figures D-1 and Figures D-2, provide an example of the type of graphs which are used as feedback to districts and teachers for recycling and planning. For example, one district may determine that another is doing much better in evaluation. These districts may then collaborate to determine positive procedures to be adopted for cooperative program improvement purposes.

Overall data are obtained through the Perception Assessment Scale (Packard, et. al.,1986). It contains two major components, evaluating career ladder programs and organizational climate (which here is more specifically refered to as "psychological environment"). Observations of perceptions are gained through a Likert type assessment scale. At the end of each of these sections, respondents are asked to list and describe program strengths and weaknesses on two open ended questions. Due to limitations and for the purpose of this paper, only the results from open ended items will be presented.

The Importance of the Psychological Environment

As discussed here, the term psychological environment is being utilized and refers to a specific component of what has otherwise been reported in the literature as organizational culture, school climate, interpersonal relationships and system communication levels (Halpin, 1966; Litwin and Stringer, 1968).

From past experience, there is considerable theorizing and some related evidence of the association between organizational climate and the way in which people perform and develop in their work place. Present Center research results in the pilot test of career development programs is demonstrating empirically derived evidence of this association. The type of work environment has a great deal to do with how people feel about themselves and their work. In turn, differing levels of perceptions about the work environment are showing effects on how well career ladder programs are progressing in various test projects.

Communication Environment and Performance: The procedures and types of interpersonal communication, the way in which superiors and personnel interact, is central to morale, motivation and performance (Packard, 1984a). Research strongly indicates that business and industry and public organizations (including schools) must recognize that worker performance is enhanced when their basic psychological needs are met. For the greatest possible performance a planned system of trust, respect and reward must be implemented on a system-wide basis (Packard, 1985b; 1985c).

Effects of Experimental Programs: Packard (1986) sites evidence which indicates that the general (and specific) aspects of "organizational climate" and the success of various programs are interrelated. Any change or reform in program components or total organization is clearly tied to perceptions of interpersonal, or environmental relationships. "In schooling as in ecology, a change in one element of the system affects most of the others. If

teachers acquire more status and prestige, more privilege and authority . . . teacher morale and school climate may be affected." (Developing Career Ladders in Teaching, 1985, p. 5)

Another dimension of the pilot test issue, is to consider the current level of operation of the psychological environment and determine what effects it has on the progress, success or development of programs like career ladders. Therefore, the research, evaluation, and program improvement cycle must involve comparisons of success in the area of communication and climate and how well teachers and administrators are able to accept desired educational change and reform.

All districts involved in the Arizona career ladder educational reform movement have recognized the importance of school environment, school culture and interpersonal relationships as factors that contribute to learning. But, to this point, none had clearly made a strong attempt at planned change in the area of environment to effect improved teacher and student performance.

In this research project the psychological environment is an important variable to study for two basic reasons; (1) the factor is a key to progress and success with any major program implementation, and (2) as a result of career ladder teacher development programs, changes in feelings about one's environment must be detected and directionally tracked.

Analysis Of The Psychological Environment: The scatter graph shown in Appendix B, Figure B-1, depicts the relationship between assessment of the psychological environment in pilot districts and response to perceived progress of career ladder programs. A Pearson Product Moment correlation (r) of .49, is significant at the .0001 level of probability. There is less than 1 chance in 10,000 of this relationship happening by chance. There clearly is a relationship between the psychological environment component of school climate and perceptions of program progress.

Insert Figure B-1 about here

Data Analysis. The pie graph shown in Appendix B, Figure B-2, depicts the composite percentage distribution of teacher perceptions of strengths in the psychological environment, based on collapsed qualitative data from open ended questions for nine phase one districts.

Insert Figure B-2 about here

Data Presentation. Appendix B, Figure B-2, depicts a brief listing and definition of composite perceptions of strengths in the psychological environment of career ladder programs by proportion and in priority order, as follows:

1. 23%- Staff: Refers to teacher perceptions of relationships among staff, teachers and district personnel, e.g.s, ". . .supportive staff." "Great teachers." ". . .open relationships among teachers." "Strong, dedicated, cooperative staff."

2. 15% - Communication: Refers to positive perceptions about communication, cooperation and support among faculties and their administrations, e.g., "Teachers are respected and supported . . ."

3. 12% - Improvement & Innovation: References to both innovative procedures and opportunities for teacher development and improvement, e.g.s, ". . .opportunities to grow." "Provides professional advancement opportunities." "Inservice . . . to improve teaching skills."

4. 09% - Principal: Positive references about principals, e.g.s, "Superior building principals." ". . . a very open-minded principal." "Our greatest strength is our principal." "Principals who respect their staffs create the positive atmosphere."

5. 09% - Recognition: Refers to being treated as a professional, with respect and recognition, e.g.s, "Constant positive feedback as well as constructive criticism." ". . . rewards are both intrinsic and extrinsic for teachers." ". . . treats us as professionals and shows us respect and trust." "Positive strokes - verbally."

6. 09% - Positiveness: Refers to positive statements in general, e.g.s, "The school is very positive." "A friendly atmosphere which promotes a sense of unity." "The district is strong."

7. 08% - Environment: Refers to the physical environment, curriculum materials and equipment, e.g.s, "A beautiful, clean working environment." ". . . lots of materials for our students." "New and latest educational techniques, equipment, etc." ". . . excellent equipment."

8. 06% - Miscellaneous: Refers to public relations categories, e.g.s, "Parents who get involved." ". . . wonderful children in our district." "Caring . . . to have all children succeed."

9. 05% - Autonomy: References about academic freedom or freedom to instruct within one's own classroom, e.g.s, " . . . freedom to instruct . . . with professional discretion." ". . . able to teach without interference." "Teachers are able to develop their own teaching techniques." ". . . freedom to be a professional and use one's own creativity and judgment." ". . . some latitude in creating programs and using new ideas . . ."

10. 04% - Administration: Refers to district administration, e.g.s, ". . . an excellent administrative staff." "Administrative optimism." ". . . district level administrators who are innovators . . ."

Data Analysis. The pie graph shown in Appendix B, Figure B-3, depicts the composite percentage distribution of teacher perceptions of weaknesses in the psychological environment of career ladder programs based on collapsed qualitative data from open ended questions for nine phase one districts.

Insert Figure B-3 about here

Data Presentation. A brief listing and definition of composite perceptions of weaknesses in the psychological environment of career ladder programs by proportion and in priority order as depicted in Appendix B, Figure B-3, is as follows:

1. 18% - Communication: Lack of, or the need for improved communication within the working environment, primarily between faculty and their administrators.

2. 15% - Recognition: Refers to the psychological environmental needs of recognition, reinforcement and feedback.

3. 14% - Administration: Perceptions refer to poor administrative and management procedures, lack of leadership consistency and lack of school board support for teacher needs.

4. 13% - Money: Refers to perceptions of poor salaries and the feeling that funding will not be there to support high professional salary levels resulting in quotas rather than actually paying all qualified teachers on the basis of demonstrated performance.

5. 13% - Miscellaneous: For examples, "Too much emphasis on test scores." "How will counselors and library/media personnel be paid?" ". . . consistent discipline program."

6. 10% - Extraneous Activities: Includes references to assigned duties outside of instructional activities, e.g.s, "Too many extra or special interest programs taking away from basic instruction," ". . . overloads with responsibilities outside the classroom." "Too many unprofessional duties."

7. 07% - Career Ladder: Refers to comments about the career ladder program intent, e.g.s, "I resent it." ". . . creates distrust." ". . .takes teachers from the classroom." ". . . causes continual frustrations."

8. 05% - Attitude/Stress: Refers to perceptions of environmental stress, e.g., ". . . need to create a less stressful environment." "There is too much pressure to accomplish too many things at the same time." "Morale is low." "There is a need for a more positive approach . . ."

9. 05% - Facilities: Refers to perceptions about facilities, materials, equipment, e.g., ". . . need better working conditions." "The facilities are terrible." ". . . lack of . . . the availability of materials." "Teachers are expected to accomplish the same goals without equality of facilities and resources."

The Significance of Teacher Involvement, Evaluation and Development

In the area of teacher input, evaluation and development, Bierlein (1987) has found several critical factors of importance which require attention for career ladder programs to move in a positive direction; significant factors are the following:

1. Teacher input into the evaluation system (ownership) and significant stakeholder involvement in program development.
2. Teacher support for paying educators on factors other than years of experience and credit hours.

3. Clarity of administrative decisions and with information about evaluation and development.
4. The strength of the evaluation system prior to career ladder program implementation.
5. A team approach to evaluation and levels of inter-rater reliability.
6. Utilization of peers for instructional support (produces high levels of morale and cooperation).
7. The degree of emphasis on staff development and inservice training.
8. The degree of time consumption due to organizational structure and procedures.
9. The degree to which the focus is on instructional activities (Bierlein, 1987)

Data Analysis: The pie graph shown in Appendix C, Figure C-1, depicts composite percentage distribution of teacher perceptions of career ladder program strengths based on collapsed qualitative data from open-ended questions for nine phase one districts.

Insert Figure C-1 about here

Data Presentation: Analysis of open-ended responses to career program strengths resulted in seven (7) distinct categories. As depicted in Appendix C, Figure C-1, a brief listing with descriptors of composite perceptions of strengths of career ladder programs by proportion and in priority order, is as follows:

1. 21% - Teacher Input - improves communication between teachers and administrators; adequate teacher input into CLP development and revisions.

2. 21% - Salary - represents increased salary opportunities; more money.

3. 16% - C. L. Placement - provides opportunity for advancement; good structure; fair appeal process; provision for revision; optional plan.

4. 14% - Professionalism - allows teachers to excel and to do their best; teachers helping teachers; provides higher level responsibility.

5. 12% - Evaluation - clear competencies and expectations; high standards and goals; qualified evaluators.

6. 11% - Aids Instruction - retains good teachers; will help remove poor teachers; helps teachers focus on teaching and learning.

7. 05% -Staff Inservice - provides good inservice training; administrative support (Packard, 1986).

Data Analysis: The pie graph shown in Appendix C, Figure C-2, depicts composite percentage distribution of teacher perceptions of career ladder program strengths based on collapsed qualitative data from open ended questions for nine phase one districts.

Insert Figure C-2 about here

Data Presentation: Analysis of open ended responses to career program weaknesses resulted in seven (7) distinct categories. As depicted in Appendix C, Figure C-2, a brief listing with descriptors of composite perceptions of weaknesses of career ladder programs by proportion and in priority order, is as follows:

1. 26% - Evaluation - too many/too few observations; lack of consistency between evaluators; want peer evaluators/teams of evaluators, if not already available.

2. 23% - C. L. Placement - inadequate appeal process; too many changes in plan; improper placement procedures and standards; no incentive for more experienced and educated teachers; no options for part-time teachers.

3. 15% - Communication - poor communication; poor clarification of expectations and procedures.

4. 13% - Time - too much busy work; too much emphasis on activities outside the classroom.

5. 09% - Salary - not adequate compensation; program needs more financial support.

6. 08% - Staff Morale - lowered morale among teachers; has created a stressful environment; too much committee work; too much time out of the classroom.

7. 06% - Staff Inservice - lack of training; not enough support with portfolio development.

Requirements of Finance and Funding

It is quite possible that finance and funding is the most crucial issue facing reform and change in teacher development and incentive programs. As indicated before, it was one of the major reasons for the "fade away" of other related programs of the past. It has also become quite clear that the present programs in this study require extensive amounts of "new" funds ($8,400,000) to just pay for the pilot test, and certainly, a much greater amount if the program is expanded to the total state (a projected $60,000,000 per year for Arizona alone).

During one of the Arizona government joint legislative meetings, Representative King (1986, September 23) stated, "In order for legislators to continue to go to the public for more funds we must assure them that we are paying teachers because they are good teachers." Of course, the question which is in the minds of many teachers who have worked very hard developing career incentive program concepts is this, "After all that effort, will the funds be there?"

The research and evaluation study is already able to report considerable program influence in improvement and teacher development and the positive relationship between high teacher performance levels and student academic achievement. On the other hand, the salary incentive question hasn't yet been solved.

The Salary Incentive: Along with the program is the promise of considerable salary increases. For example, in a recent issue of The Wall Street Journal (Ricklefs, 1987, May 8), there appeared the following related comments:

> In Arizona, 15 districts will use career ladders next year, compared with nine this year, says Judy Richardson, director of the state's career-ladder project, which began in 1985. Teachers apply for promotion up the ladder based largely on evaluations of their classroom performance by superiors and colleagues, and on their students' test performance.

> The system would raise a teacher's potential top annual pay to $44,600 from about $38,000 on the traditional seniority scales. . . the program will cost the state $4.4 million this year and $8.4 million in 1988. "We want the best-performing teachers to feel they can stay in teaching and still be rewarded," she explains. (p. 1)

In the same article, staff reporter Ricklefs (1987, May 8) shows a graph related to the main reasons for former teachers leaving careers in education; his source was from a survey by the Metropolitan Life Insurance Company. The bar graph in the article shows the following reasons for dropping out: (1) 60% of the teachers reported, "Inadequate, low salary," (2) 17% reported, "Lack of administrative support," (3) 15% reported, "Lack of student discipline," and (4) 15% responded with, "No chance of advancement."

On pages 8 through 10 of this report, one can see the results of recent Center research in regard to the extrensic salary incentive. In responses to the "psychological environment" strengths section, "recognition" (including salary) ranked 5th, in the weaknesses area, "Money," ranked 4th as a concern. From analysis of responses to the "career ladder" components of the study, in the strength area, "Salary," ranked 2nd; in concerns related to weaknesses the salary concept ranked 5th.

It is evident, paying teacher leaders a salary which is appreciated by teachers and the public is seen as a very important factor for success.

THE PERVASIVE CONCEPT OF CHANGE

It is quite clear that difficulties are to be expected in change situations, the thing that makes the difference between failure and success is in the leadership and its willingness and desire, at all levels, to effect real change. It's in the commitment and effort toward solutions to problems. The concept of change itself may be the greatest problem to be faced.

In the past, administrative and management systems have usually required some crisis, force or revolution for change. Teachers and teacher organizations seem to have the same resistance which is found in administrative structures. We have seen the fact that past program reform has largely stalled because of teacher resistance. This is still a major problem! For example, a recent newspaper report (The Arizona Republic, 1987, May 28) demonstrates the continuance of this element when they quote the National Education Association President Futrell and Education Secretary Bennett. Futrell said, ". . . if Americans are serious about the quest for excellence, they will have to start pumping 20 to 25 percent more money each year into public schools. Federal Secretary Bennett responded by saying, "Give me a break and give the American people a break. . . Once again, the NEA reveals its cash-register mentality. While continuing to resist every promising and significant education reform in the states, the NEA returns to its favorite obsession: money."

Major Change Needs in Finance & Social Structure

The test of the career ladder program will face major challenges because it is an attack on many "sacred cows." Three major areas of projected difficulty are, (1) probable need for redistribution of funds within school organizations, (2) change in teacher attitude and philosophy about differentiated staffing and pay based on teaching

competence, and (3) change in political or governmental organization and philosophy which allows for a new structure not previously a part of the American (USA) school governance scene.

For success, adequately financing schools will take major redistribution of funds from other budgetary lines within each district organization. A major transfer of funds will be required from administrative services to the teaching/instructional component. Most likely, there will not be adequate funds if redistribution of existing resources within school districts is the only attempted solution. Beyond that, it is quite probable that there will need to be a major change in the basic political and organizational structure of finance and funding, one which redistributes wealth across the nation for equalization of funding resources.

While there is a national push to move more to a competitive "business" model of reward for teachers, based on evaluated competencies rather than years of experience and college credit hours, the basic problem of economics comes into play. The business mode requires much more of a differentiation of personnel than most current school programs provide. Career ladder programs can accomplish staff differentiation without too much difficulty, but the major school problem arises in the compensation end of the scheme. The business model provides substantially improved compensation to fit the expertise of high level professionals. Career ladder programs (in order to be teacher development and incentive ones) will have to receive the same financial considerations as other professions and businesses.

Change and Reform: Future Political & Financial Questions

When it comes time for the political and financial issue to be faced, other questions will follow: (1) In a capitalistic society, can the "education business" change from a "socialistic/bureaucratic mode" to a competitive (business like) one? (2) Can the career ladder model be successful in a competitive mode and be sufficiently funded through public sources? (3) To adequately pay for high level expertise, must schools develop private foundations or operate like a business and charge a substantial fee for teaching students how to read, write and do mathematics? (4) Can administrators accept teacher leaders having salaries equal to theirs? (5) Can administrators allow teacher leaders to gain substantial control and power over the instructional program? (6) Can teachers accept doing away with the single salary schedule? (7) Can teachers accept the structure and philosophy of pay based on differentiation and demonstrated competency?

One thing which is evident, there is no lack of challenge in our present endeavor to try to answer some major questions about the effects of career ladders in school systems and on the State or Nation. There is a certainty in the process of change and development, many more societal elements will be affected which will cause new questions to arise requiring attention and possible solutions.

CONCLUSION

Internationally, to enhance the development of teacher leaders and to move forward with the World's problems in education, there must be an improvement in the economic and social status of the teaching profession. Career Ladders is a teacher development and incentive plan which has an excellent probability of rewarding teachers based on

levels of demonstrated instructional competency and will warrant high social recognition and economic returns not provided by organizational structures of the past. Theoretically, career ladder programs will attract, retain and motivate high quality professionals, develop teacher leaders and result in improved student academic achievement. The reasons for past failures (or lack of successes) are quite evident. These reasons are guiding program review for future development. The significant areas of concern which have become clearly evident are; (1) The necessity of a research and evaluation base for knowledgeable decision making, (2) The importance of the psychological environment to program implementation and progress, (3) The significance of teacher involvement and sense of ownership in personal and program evaluation and development, (4) The requirements of finance and funding, and (5) Change in social and political structure and philosophy which will allow for correction of reasons for past failures.

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APPENDIX A

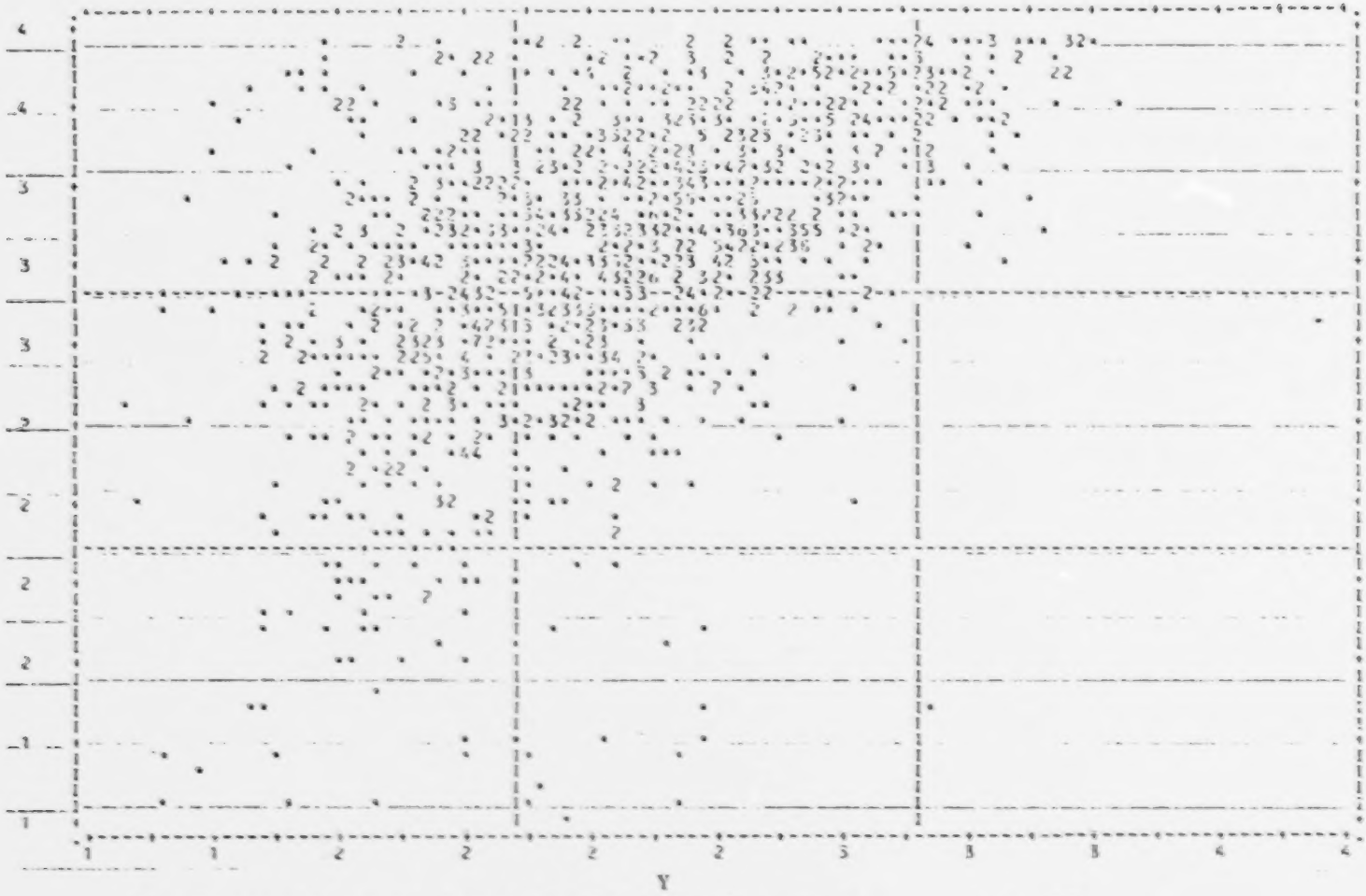
Historical Documents Justifying Career Ladder Teacher Development & Incentive Programs

Recently, there has been a strong national move to improve student achievement and to pay teachers based on merit or on performance rather than on years of experience and credit hours. The national mood was reflected in/and moved ahead by nine reports. A review of Spady and Marx (1984), shows the following nine documents along with central content as follows:

1. The Paideia Proposal, by M. Adler in 1982 - the book basically requested a "12-year, one-track system of public schooling dedicated to a thorough general/liberal education for all students."
2. A Nation at Risk - major concerns are to add rigor and raise standards in both teaching and learning.
3. Making the Grade, emphasizes the need for English language skills as the key to educational success.
4. Academic Preparation for College, basically discusses the essential competencies and knowledge required of college entrants.
5. Action for Excellence - The task force stressed improvements in math, science and technology and effective school-business cooperation.
6. A Study of High Schools - The author, Sizer, draws attention to the limiting character of the schools' time-bound structure and procedures and the damaging effect on curriculum, teaching and learning that can result.
7. A Place Called School - Goodlad's Study of Schooling reflected deep concern with negative consequences of age-graded, time-structured instructional systems.
8. Educating Americans for the 21st Century, provides a plan of action for improving mathematics, science, and technology education for all elementary and secondary students.
9. High School stressed change that would strengthen teachers and teaching in high schools.

All of them stressed the need for clearly defined goals which shape curriculum.

Figure B-1.-Pearson Product Moment Correlation between Perceptions of Psychological Environment and The Effectiveness of Career Ladder Programs



X = Perceptions of Psychological Environment
Y = Effectiveness of Career Ladder Programs

$r = .49$
$p > .0001$

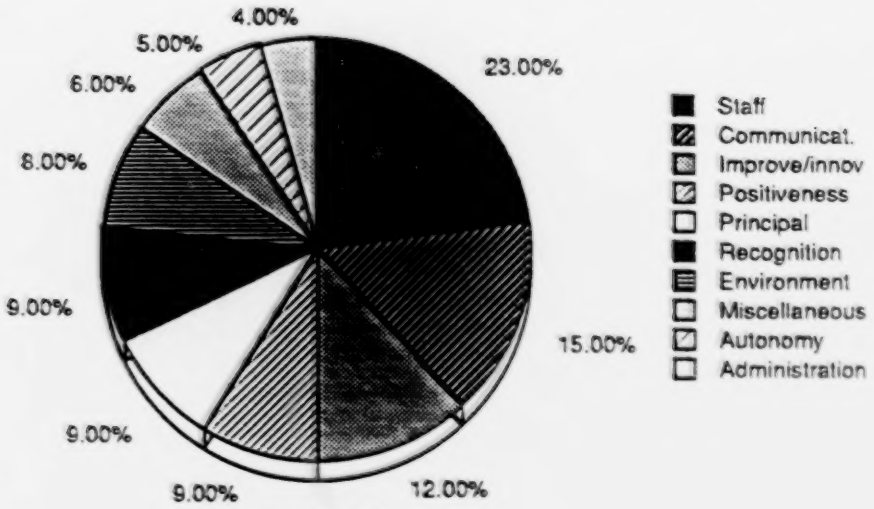


FIGURE B-2

Composite Percentage Distribution of Teacher Perceptions of Program Strengths in Psychological Environment

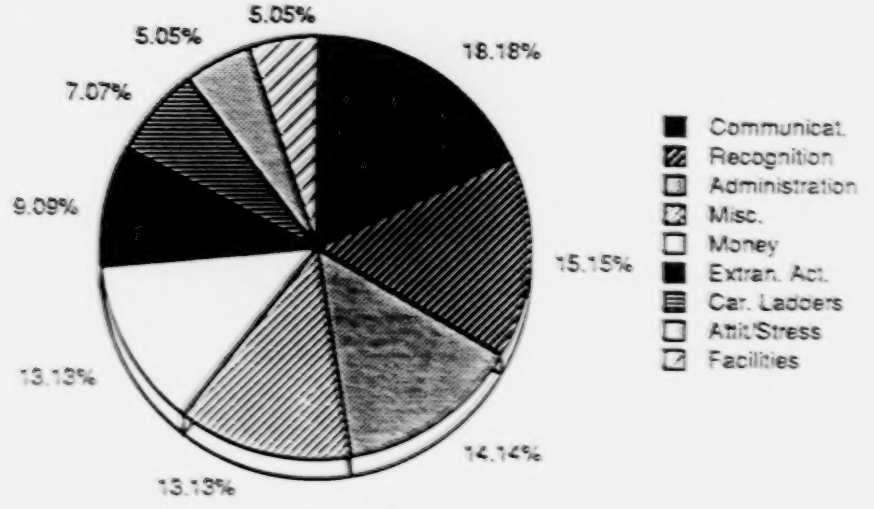


FIGURE B-3

Composite Percentage Distribution of Teacher Perceptions of Program Weaknesses in Psychological Environment

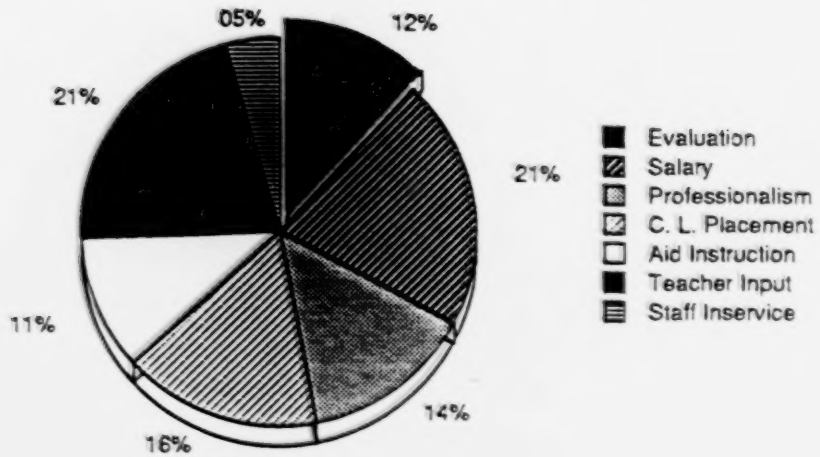


FIGURE C - 1

Composite Percentage Distribution of Teacher Perceptions of Career Ladder Program Strengths

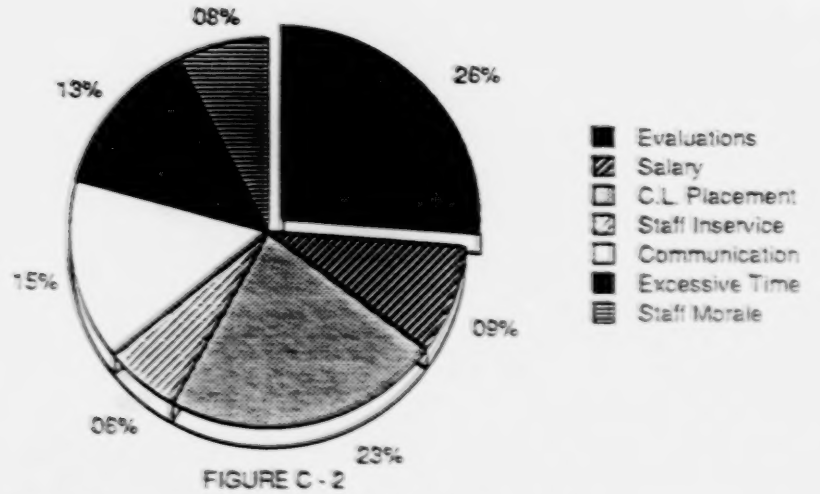
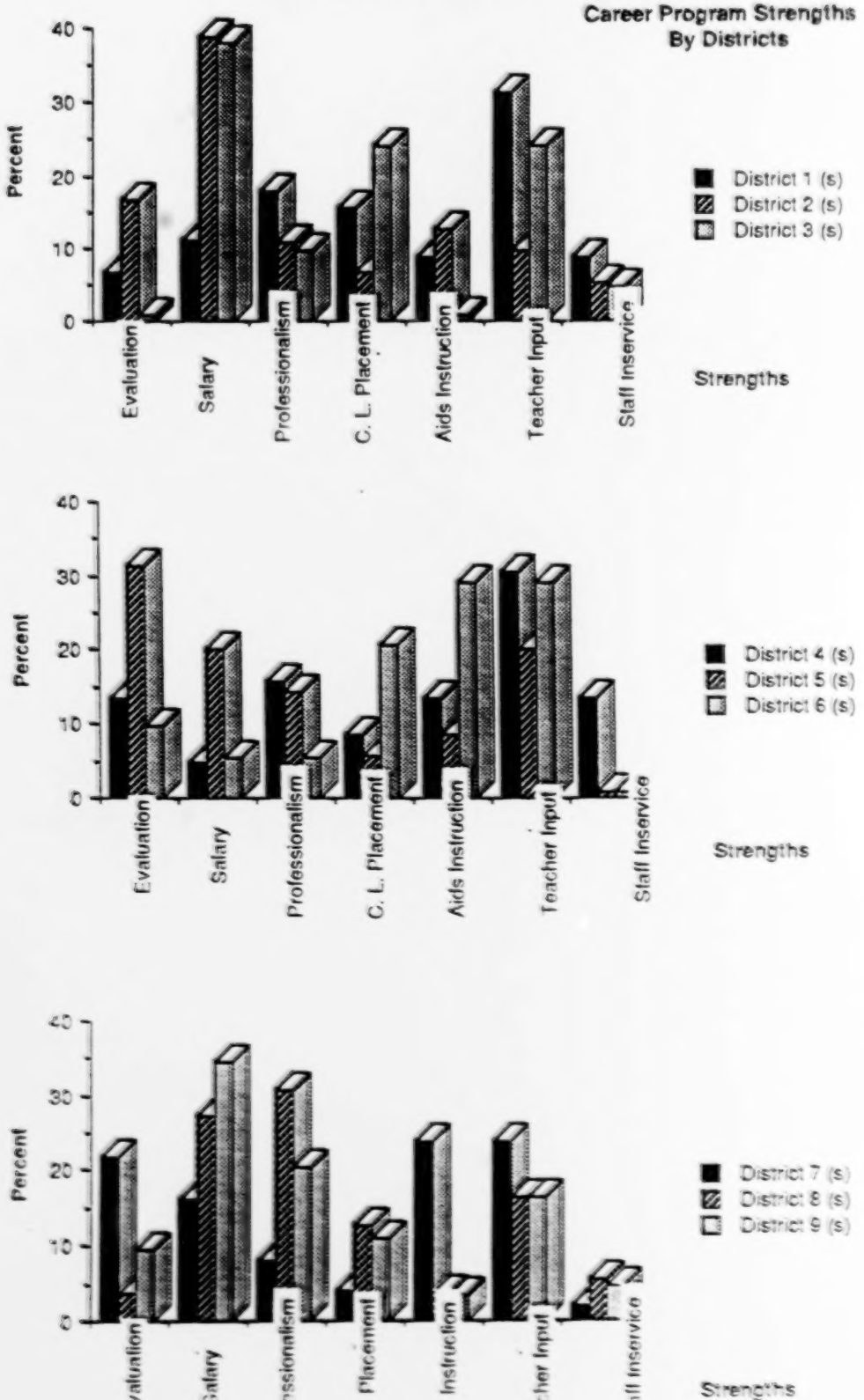


FIGURE C - 2

Composite Percentage Distribution of Teacher Perceptions of Career Ladder Program Weaknesses

APPENDIX D - FIGURE D-1



APPENDIX D - FIGURE D-2